

State of Maine

Comprehensive Three-Year Plan for Juvenile Justice and Delinquency Prevention

Fiscal Years 2003 through 2005

JUVENILE JUSTICE ADVISORY GROUP

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Introduction

Following passage of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, the Maine Department of Correction (MDOC) was designated as the state agency responsible for administration of the formula grant program made available to states by the Act. Established by executive Order, codified in M.R.S.A. 34-A §1209, the Juvenile Justice Advisory Group (JJAG) is the State Advisory Group responsible for submission of recommendations to the governor and legislature regarding state compliance with the core requirements of the JJDP Act (for requirements, see Appendix F). The JJAG is active in development of the state plan, makes decisions for funding projects designed to implement the objectives of the plan, and reviews the progress and accomplishments of those projects.

Maine has maintained compliance with the core requirements of the Act with the exception of “jail removal” in 1997 and 1998 when a statutory change precluded use of the rural exception, which allows juveniles to be detained in adult jails or lockups (sight and sound separated from any adults held there) for up to 24 hours in non-metropolitan statistical areas.

Over the past several months, the Juvenile Justice Advisory Group (JJAG) has undertaken a comprehensive strategic planning process. The group reviewed available data and engaged in a process of identification and prioritization of needs. This included discussion of the changes over the last three years, beginning with a focus on delinquency prevention, intervention for those already involved in the juvenile justice system and diverting youth from secure confinement. Midway through the period covered by that Plan, and as a result of an intensive planning process, some attention was shifted to evaluation of funded programs, and collection and dissemination of information about “What Works.”

These issues have become more important in this time of budget constraints and with passage of the Reauthorization of the JJDP Act of 2002, where Subtitle B informs us that *“to the extent practicable (the State Agency) must give priority in funding to programs and activities that are based in rigorous, systematic, and objective research that is scientifically based.”* The Act also requires that the State agency *“not expend funds to carry out a program if the recipient of funds fails to demonstrate, before the expiration of such 2-year period, that such program achieved substantial success in achieving the goals specified in the application.”*

The JJAG has been working diligently over the past 3 years toward building a capacity to evaluate projects funded and to provide technical assistance to service providers funded through this program in an effort to ensure the best possible outcomes for youth. Although the lack of services continues to top surveys done to assess need, there is an awareness that these grant funds are not sufficient to satisfy that need. While funding for some delinquency prevention and intervention projects will continue, the JJAG will continue efforts to evaluate projects, support researched, proven-effective programs, and publicize actual juvenile crime data and trends to counter misconceptions that make more punitive laws politically attractive. While the program areas have not changed from those in the last plan, the activities and allocation of funds have been updated to better reflect the evolving priorities of the JJAG.

This plan was approved by the JJAG on April 23, 2003, has been made widely available, and public review and comment solicited.

Analysis of Juvenile Crime Problems and Juvenile Justice Needs

Description of the System

State and municipal police and county sheriffs enforce Maine's laws. All have general law enforcement duties, with county and state police sharing responsibility for Maine's large rural areas.

22 municipal police departments have lockups, and 14 of the 16 counties have jails that might hold juveniles for varying limited periods of time. (Only 17 municipalities and 7 counties actually do.) The Maine Department of Corrections has responsibility for all juvenile detention, and currently operates two facilities, both of which hold both detained and committed juveniles. Long Creek Youth Development Center is in the southern part of the state (South Portland), with an operating design capacity of 160 beds, 30 of which constitute detention space. Mountain View Youth Development Center in Charleston (central part of the state--serves northern Maine) has a design capacity of 140 with a 30-bed detention unit.

Juveniles arrested for committing a delinquent act subject to continued detention are referred to a Juvenile Community Corrections Officer (JCCO), who must determine whether or not detention is warranted, and if not, order conditional or unconditional release. M.R.S.A. Title 15 §3203-A, (4 C.) states "Detention, if ordered must be in the least restrictive residential setting that will serve the purposes of the Maine Juvenile Code..." If the juvenile is detained, the official who ordered detention "shall petition the Juvenile Court for a review of the detention in time for the detention hearing to take place within 24 hours following the detention..."

Subsequent to a preliminary investigation, the JCCO might decide that ongoing supervision is not required either in the interests of the public or of the juvenile, or that both will best be served by providing services voluntarily accepted by the juvenile. In that case, (s)he might not request that a petition be filed. Informal adjustment, such as restitution and/or community service might be found appropriate.

If the JCCO finds that the facts are sufficient, that JCCO "shall request the prosecuting attorney to file a petition." Juvenile cases are heard in District Courts. 32 judges hold court in 13 districts in 33 locations around the state. Judges are nominated by the Governor to serve seven-year terms and confirmed by the legislature. Maine's highest court, the Supreme Judicial Court, has general administrative and supervisory authority over the Judicial Branch. Its head, the Chief Justice, designates a Superior Court Chief Justice and District Court Chief Judge and Administrative Court Chief Judge to oversee the day-to-day administrative operations of those courts, and also appoints the State Court Administrator.

Juvenile Drug Courts have been established over the last five years, currently operating in seven locations with ongoing evaluation. Juveniles at high risk for further delinquent behavior, with a history of chronic substance abuse where that substance abuse has been a major factor in the delinquent behavior may be referred to that program.

Local non-profit agencies are contracted with by the MDOC to provide Juvenile Intensive Supervision Services and attendant care at locations across the state. Such services are available to juveniles referred by Juvenile Community Corrections Officers in lieu of detention, before or after adjudication, or for a period of time after detention. A day reporting program began in November 1999 in the Lewiston/Auburn area, Maine's 2nd largest population center of about 60,000. There are also approximately a dozen community resolution teams operating throughout the State.

A chart showing movement of youth through the system is attached as Appendix A.

Data and Needs Analysis

According to the US Census population projection for 2001, there are approximately 290,000 youth under the age of 18 in Maine. They make up 22.6% of the population (slightly less than the 23.6% for 2000) and are 98 % white.

There were 9990 arrests of juveniles in 2000, 9951 in 2001, for a rate both years of just over 30 per 1000. Uniform Crime Reporting data shows juvenile arrests increased approximately 8% from 1992 to 1998, then

dropped by 6% per 1000 juveniles by 2000, rising just slightly in 2001. Arrests for Part I crimes have dropped to a rate of just over 10 per thousand juveniles, the lowest number of the past ten years, while arrests for Part II crimes have remained steady from 1999 through 2001, the last year for which UCR data is available. * It should be noted here that UCR “arrests” “...include those persons cited or summonsed...in lieu of actual physical custody.” Maine Department of Corrections records show approximately 6500 preliminary investigations done each year, with 2000 to 2500 juveniles referred to juvenile community corrections for supervision. Of those, less than 10% are aftercare and 50 to 55% are on probation. Informal adjustments account for slightly less than 40%. (Community Corrections data is detailed in Appendix D.)

In 1998, the 118th Legislature passed PL 790, “An Act to Improve the Delivery of Mental Health Services to Children.” That law made the Department Mental Health, Mental Retardation and Substance Abuse Services, now the Department of Behavioral and Developmental Services (BDS) responsible for development of a comprehensive children’s mental health services system in Maine. It also established the 17 member Children’s Mental Health Oversight Committee through appointment by the Maine Legislature to oversee the implementation of that plan. That committee has met regularly in public session to allow input from interested individuals.

Most services are provided through contracts with community service providers and by providers of service under the Maine Medicaid program. Because providers report on the number of children served for the specific purpose of each contract, the number served by service type is unduplicated. Many children receive more than one type of service, however, so the service types cannot be added together to yield the total number of children served.

In the past year, the Department of Corrections and BDS have made significant progress in the development and implementation of a plan to assure that all youth who come to the attention of the Division of Juvenile Services will be screened and evaluated for any mental health issues and linked to appropriate treatment. Mental health professionals, employees of the Children’s Services Division of BDS working at the facilities, oversee the behavioral health program at Long Creek and Mountain View and serve both committed and detained youth. A mental health screening protocol has been developed and screening tools identified. All youth committed are screened resulting in individualized intervention plans.

Mental health program coordinators in each of the four regions coordinate mental health services for youth under supervision in the community. Although they work for BDS, they are located in the Department of Corrections Juvenile Division’s Regional offices and participate in joint training to assure that employees of both Departments understand the roles and responsibilities of each other as well as the needs of the youth in the system.

Other services provided youth in the juvenile justice system through collaboration with BDS/OSA include a Substance Abuse Network and the Drug Treatment Courts. Youth accepted into the drug court (in any of seven locations around the state) are assigned a case manager by the court, and are required to participate in random urinalysis testing, regular check-ins and intensive treatment. The substance abuse network provides screening and treatment services for youth in the community as well as those in correctional facilities.

The Departments of Corrections, BDS, and Human Services have identified standard assessment and treatment specifically for youth who sexually offend—based on best practices for youth—which is being implemented at Long Creek. Appropriate community responses are being researched.

Data collection capacity, while improving, remains challenging in Maine. The courts are still in the process of computerizing disposition information; the State Bureau of Identification is computerizing current information, but previously collected data is still accessible only by hand search.

*Part I offenses are murder, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft and arson
Part II offenses include manslaughter by negligence, other assaults, forgery and counterfeiting, fraud, embezzlement, buy/possess/receive stolen property, vandalism, weapons-carrying, possession, etc., prostitution, drug violations, gambling violations, DUI, other offenses except traffic violations.

There are bright spots, however. The Department of Corrections Juvenile Division has developed a computerized system that will facilitate consistent data collection across its four regions and 2 facilities, although data entry is not complete. A new department wide integrated Corrections Information System, expected to be operational this year, will provide more accurate data and management information to all users. Information sharing between the state-level agencies that serve Maine's youth is also improving.

Application for and implementation of the "Coming Home: Serious and Violent Offender Reentry Initiative" has brought together several state departments and other agencies, including DOC, Education, Labor, DHS, BDS, local service providers and faith-based organizations. Their work together for program design, implementation and reporting will build relationships that will certainly facilitate collaboration in other areas. Another initiative undertaken by representatives of those agencies and organizations will result in a common definition of prevention and a statewide prevention plan to be published later this year.

In the fall of 2001, the JJAG identified two issues it wanted to address through its funding and advocacy: the large number of students expelled from their schools; and the number of youth who were being detained at the state's two detention facilities. The reports were issued late in 2002.

Expulsion and Suspension: This study found that high school students were expelled at a rate of 2.3 per 1000 youth. Males were 3.5 times more likely to be expelled than females, and special education students were 13 times more likely to be expelled than non-special education students. Data on students who were suspended is roughly similar, and the average number of days suspended and absent for those students was 37 days.

About 60% of those expelled had had 11 or more absences in the prior year, and 86% of those expelled had a disciplinary history at their school.

Personal offenses accounted for a bit more than a third of the suspensions and a bit less than a third of the expulsions. Students were twice as likely to be expelled (38%) as suspended (19%) for policy violations. Alcohol and drugs accounted for 34% of the suspensions and only 21% of the expulsions. Weapons-related offenses accounted for only about 5% and other and crimes only accounted for about 3% of both suspensions and expulsions.

Assessing what happens to students after they are expelled or suspended was difficult because of difficulties with the data provided. We were, however, able to determine that about a third of those students who were suspended or expelled were referred to an alternative education setting so that they could continue their education. It is likely that this is more available to suspended than expelled students. The study identified a body of research which supports the use of alternative education programs to address the issues of suspension and expulsion. The key components to successful alternative education programs seem to be their ability to create a sense of hope and empowerment in the students, and their ability to create a personal relationship between the instructors and the students.

Alternatives to Secure Detention: Data about detained youth at Maine's two facilities was gathered between January 2001 and July 2002. One hundred eighteen participants in the juvenile justice system (judges, attorneys, juvenile community corrections officers) were surveyed as well. It should be noted that their responses reflected perceptions rather than actual data from case notes.

The average population in the LCYDC was 50, 10 of which were females, with a high of 69 and a low of 39. The median length of stay declined over the period from 36 days to 13 days, however. The average population at MVDYDC was 26, 6 of whom are female, with a high of 38 and a low of 23. The median length of stay declined from 30 days to 20 days.

Youth were most often detained because there was no parent or program which was able to provide adequate supervision in the community. Youth in the north were more often detained for felony type offenses (61%), than in the south (38%). In the south, detentions were based more often on non-violent (51%) than violent (42%) offenses; in the north, the reverse was true (40% vs. 46%). Respondents from the southern part of the state indicated that they believed 55% of detained youth could be served in an

alternative setting; in the north, the estimate was 40%. Use of secure detention as a “shock sentence” in the north (35%) was almost three times more common than in the south (12%).

Addressing alternatives to detention, respondents identified a lack of treatment resources and alternatives to secure detention as the two major problems. The four alternatives most in need were: foster care placements, substance abuse units, adolescent psychiatric units and youth shelters. The four resources that were perceived to be most effective were: intensive supervision services; foster care placements; adolescent psychiatric units; and home detention. Addressing the goals of secure detention, the respondents identified safety of the public, punishment and/or deterrent, and an opportunity to stabilize, supervise, and plan for the juvenile.

It should be stated here that Maine State law, Title 15 § 3203-A states that:

- C. Detention, if ordered, must be in the least restrictive residential setting that will serve the purposes of the Maine Juvenile Code as provided in Section 3002 and one of the following purposes of detention:
 - (1) To ensure the presence of the juvenile at subsequent court proceedings;
 - (2) To provide physical care for a juvenile who cannot return home because there is no parent or other suitable person willing and able to supervise and care for the juvenile adequately;
 - (3) To prevent the juvenile from harming or intimidating any witness or otherwise threatening the orderly progress of the court proceedings;
 - (4) To prevent the juvenile from inflicting bodily harm on others; or
 - (5) To protect the juvenile from an immediate threat of bodily harm. [1999, c. 624, Pt. B, §5 (amd).]

A survey commissioned by the JJAG in 1999 polled 300 randomly chosen adult residents and held more intensive interviews with 13 opinion leaders (police chiefs, educators, and clergy) around the state. All were more aware of juvenile crime than other types of crimes, and felt that it was increasing, though some are aware of reports that it is not. Most of those contacted support graduated sanctions, but are not sure such programs exist. Insuring accountability was their major concern, but “harsher or quicker punishments for juvenile offenders receives less support than most of the other statements...”

More popular ideas were programs to strengthen families, community based programs for offenders, prevention programs in schools, and coordinated programs involving law enforcement. Respondents to that survey noted the lack of a vehicle for collecting and disseminating information about prevention, intervention and treatment programs available to youth in or at risk of entering the juvenile justice system. Lack of a clearinghouse for juvenile justice information has emerged as a major concern in meetings and forums across the state.

Police chiefs, sheriffs and district attorneys surveyed in August and September of 1999 by the University of Maine identified juvenile issues as a major contributor to their workloads. Some police departments reported spending up to 80% of their time on youth issues, with 72% citing civil disputes (noise, parties, etc.) and 69% citing criminal mischief/vandalism as major contributors to workloads. Statewide, 39% of law enforcement time is devoted to juvenile issues.

All the sheriffs agreed that juvenile issues were moderate to major contributors to their department’s workload. 38% have school liaison officers, and 65% of the chiefs and 77% of the sheriffs believe that school officer and/or crime prevention programs in schools need improvement or need to be developed. 86 % of the chiefs and 91% of the sheriffs report a need for improved strategies to reduce juvenile crime. Most strategies mentioned were related to community policing, which is perceived to coordinate services and increase resources. 68% of the chiefs and 69% of the sheriffs believe that juvenile crime and violence has gotten worse in their area in the past year. (Respondents to the JJAG survey all thought that juvenile crime was a “moderate to serious” problem, but only 3 thought it was serious where they live.) Prosecutors also spend much of their time on juvenile issues, and expressed a need for day treatment programs and for pre-trial diversion.

Existing services are still not generally evaluated for desired outcomes, although the JJAG has made a commitment to assist subgrantees in that process, and the Department of Corrections has begun use of the Correctional Programs Assessment Instrument with selected contracts. Services provided are not always consistent with best practices, although again, more attention has been focused on that goal over the past year. Still, though a growing number of programs have been scientifically evaluated and shown to effect lasting change in the lives of youth and their families, that information appears to be overlooked in many planning processes. One (national) study of 443 evaluations of intervention projects found 30% showed “an overall counterproductive effect.”

The Maine Youth Drug and Alcohol Use Survey (MYDAUS) has been administered periodically by the Office of Substance Abuse (OSA) since 1988. Following are excerpts from the MYDAUS Technical Report 2002. The entire report, including survey methodology and margins of error can be found at www.state.me.us/bds/osa/data/mydaus.

... it is very important to note that there have been significant changes in methodology throughout the history of the survey that may have impacted the results; therefore, any comparisons between the data should be made with caution

- In the month before the survey, 30.3% of students in grades 6 through 12 had used alcohol, 17.1% had smoked marijuana, and 15.2% had smoked cigarettes.
- Nearly three in ten 12th grade students (29.5%) reported binge drinking in the two weeks before the survey.
- Inhalant use in the month preceding the survey was higher among middle school students than high school students. Prevalence rates for past-month use peaks in the 8th grade (6.8%), with the next highest rates in the 7th grade (6.2%) and 6th grade (4.8%).
- There has been a 20.3% reduction in the prevalence of past-month alcohol use since 1995 (from 38.0% in 1995 to 30.3% in 2002). The rate has remained steady, however, since 2000 (30.6%).
- The current overall rate of lifetime marijuana use for Maine students is 30.7%, which is slightly higher than the rates in 1995 (30.3%) and 2000 (28.7%).
- While there have been reductions in the prevalence of lifetime use of marijuana since 1995 in the lower grades (6th through 9th), there have been slight increases in the rates for 10th and 11th graders since that time.
- There has been a 28.8% reduction in the prevalence of lifetime cigarette use since 1995 (from 52.8% in 1995 to 37.6% in 2002), and an 11.3% reduction since 2000 (37.6%).
- There has been a 39.4% reduction in the prevalence of past-month cigarette use since 1995 (from 25.1% in 1995 to 15.2% in 2002), and a 12.1% reduction since 2000 (17.3%).
- There has been a 41.8% reduction in the prevalence of lifetime inhalant use since 1995 (from 20.8% in 1995 to 12.1% in 2002), and a 9.7% reduction since 2000 (13.4%).
- Since 1995, the largest reductions for lifetime inhalant use have been in the 7th (38.1% reduction), 8th (49.0% reduction), 9th (41.4% reduction), and 10th (42.6% reduction) grades. Since 2000, the largest reductions have been in the 12th (15.9% reduction), 10th (15.2% reduction), and 6th (14.2% reduction) grades.
- There has been a 49.4% reduction in the prevalence of past-month inhalant use since 1995 (from 8.7% in 1995 to 4.4% in 2002).

The greatest proportion (40.0% or more) of Maine students in the 6th, 8th, 10th, and 12th grades are at risk due to the following factors:

- **Rewards for antisocial involvement (56.1%)**
- **Low school commitment (50.4%)**
- **Sensation seeking (47.7%)**
- **Lower academic achievement (46.5%)**
- **Poor family management (46.3%)**
- **Laws and norms favorable to drugs (46.1%)**
- **Attitudes favorable to antisocial behavior (45.7%)**
- **Antisocial peers (44.6%)**
- **Perceived availability of drugs (42.9%)**
- **Low neighborhood attachment (42.7%)**
- **Perceived risk of drug use (42.1%)**
- **Parental attitudes favor antisocial behavior (40.4%)**

The greatest proportion (60.0% or more) of Maine students in the 6th, 8th, 10th, and 12th grades are protected due to the following factors:

- **School opportunities for involvement (63.7%)**
- **Belief in the moral order (63.3%)**
- **Social skills (61.3%)**

Students show more moderate levels of protection (50.0% to 59.9% “protected”) for the following protective factors:

- **Family rewards for involvement (58.2%)**
- **School rewards for pro-social involvement (57.3%)**
- **Family opportunities for involvement (55.7%)**
- **Family attachment (53.1%)**

The difficulty in collecting information for the preceding pages clearly illustrated the fact that data collection and dissemination is inadequate. Lack of reliable information available to policy makers can easily result in a disconnect between identified problems and the programs or policies adopted to solve them. For example, while research suggests that aggressive prosecution of minor offenses not only takes resources from those offenders who might benefit from more supervision, but bringing those low-risk offenders into the juvenile justice system may increase their recidivism rates, legislation is introduced (and sometimes passed) to make juvenile codes ever more punitive. Although Maine has some of the lowest crime rates in the country, that trend has appeared here as well. “Zero Tolerance” policies have been adopted in schools and communities with increasingly serious consequences for offenses that were once handled unofficially. Here and across the country, the problem of violent juvenile crime is perceived to be growing, while actual crime rates have not risen.

The JJAG believes that youth practitioners and policymakers across the state would be willing to review their practices if given access to reliable information about what really works.

Three-Year Program Plan

**Description of Programs
to be Supported with Formula Grant Funds
During the Three-Year Period of the Plan**

Planning & Administration

a) State Program Designator - JJ/ADM

b) Title – Planning and Administration

c) Standard Program Area – 23

d) Program Problems and Priorities

The Maine Department of Corrections is designated by the governor as the sole agency responsible for supervising the State Advisory Group (JJAG) in the preparation and administration of the state plan within the meaning of the JJDP Act. Administration of the program is supported by federal funds with State general fund appropriation as match. A full time juvenile justice specialist staffs the program. Certain administrative tasks are assigned to other central office staff.

e) Program Goal

Effective, efficient administration of grant programs authorized by the JJDP Act

f) Program Objectives and Performance Indicators

Objective 1 maintain compliance with OJJDP grant program requirements

Performance Indicators

- timely application for available JJDP funds
- timely submission the required periodic reports to OJJDP or their designee

Objective 2 administration of subgrants to implement the comprehensive plan

Performance Indicators

- preparation of requests for proposals responsive to the approved plan that equitably serve all demographic populations and geographic areas of the state
- maintenance of grant management database
- accurate accounting through coordination with Finance Division
- responsiveness to applicants and/or subgrantees in need of technical assistance
- data collection for evaluation of subgrant performance
- maintain liaison with state and local entities with missions related to that of the JJAG.

Objective 3 provide staff support to JJAG

Performance Indicators

- meetings coordinated
- meeting minutes completed, distributed and records maintained
- data collection/dissemination for JJAG consideration of identified issues

g) Summary of Activities Planned and Services Provided

- Preparation of 3-year plan, annual updates and other grant related reports required by OJJDP

- Grant administration, from solicitation of proposals and coordination of review process through award, fund management and periodic data collection to closeout.

h) Budget

The Maine three-year Comprehensive Plan and annual updates are developed at the state level by the JJAG. Local input is provided for in a variety of ways, including public hearings, representation of local government on state level planning bodies, and task forces bringing state and local officials together to respond to specific issues. No planning funds are passed through to local units of government. Planned allocation of Planning and Administration formula grant funds and match is as follows:

	<u>JJDP Funds</u>	<u>State Funds</u>
FY		
2003	48,000	48,000
2004	48,000	48,000
2005	48,000	48,000

SAG Operations

- a) State Program Designator - JJ/SAG**
- b) Title - State Advisory Group Allocation**
- c) Standard Program Area - 31**
- d) Program Problems and Priorities**

The Juvenile Justice and Delinquency Prevention Act (JJDP Act) requires that states receiving JJDP funds maintain a State Advisory Group (SAG), with members appointed by the governor, and meeting certain membership criteria, to oversee preparation of a state JJDP plan and management of the JJDP formula grant program. Funds are provided under the Act to enable the SAG to carry out its responsibilities.

The Juvenile Justice Advisory Group (JJAG) is Maine's State Advisory Group. Its makeup and operations are codified in statute (34-A MRSA Sec. 1209). The JJAG's enabling law is modeled after the requirements stipulated in the Act.

Redefining its role and taking a more visible leadership role in the State, the JJAG has added new members, who, with previously appointed members, represent a diverse range of agencies, groups, and individuals actively involved and interested in juvenile justice issues in the State. Through training, networking and discussions, the JJAG is working toward more effective program planning and increased attention to juvenile justice issues.

e) Program Goal

To promote effective system level responses that further the goals of the Juvenile Justice and Delinquency Prevention Act

f) Program Objectives and Performance Indicators

- Objective 1** monitor state compliance with core requirements of the JJDP Act (DSO, Separation, Jail Removal, and DMC) and report annually to the governor and legislature

Performance Indicators

- timely publication of annual report to governor and legislature
- timely submission of annual monitoring report to OJJDP

- Objective 2** to develop concepts that advance the mission of JJAG and to be a catalyst for the implementation of programs that address them.

Performance Indicators

- identify four issues in juvenile justice that need to be addressed and identify their causes
- develop/administer a grant program to focus on creative, innovative strategies that address those problems and their causes

- Objective 3** to be an advocate with respect to juvenile justice issues

Performance Indicators

- develop a database of juvenile services and information regarding the effectiveness of various projects to be used for advocacy purposes

- establish the credibility of JJAG within the broader juvenile justice community, measured by the number of requests for information or advice received

g) Summary of Activities Planned and Services Provided

- Meetings and training sessions will be scheduled to provide opportunities for JJAG members to review, study, and discuss issues related to juvenile justice in Maine.
- Meetings will be planned to address juvenile justice issues with various agencies, individuals, the Legislature, and the Governor.
- Criminal Justice Statistical Analysis Center will be utilized and possibly subcontracted with to collect data on requested topics and to develop training protocol and materials which will be used to provide information and training to specific target populations (e.g. legislators, judges, defense attorneys, prosecutors, juvenile community corrections officers, law enforcement officers, school personnel, regional multi-jurisdictional agencies, etc.)

h) Budget

The SAG allocation supports member travel and training, JJ Specialist travel out of state, and Juvenile Justice Coalition membership. The planned allocation of SAG funds is:

FY	<u>JJDP Funds</u>	<u>State/Local/Private Funds</u>
2003	\$30,000	0
2004	\$30,000	0
2005	\$30,000	0

Compliance Monitoring

a) State Program Designator - JJ/MON

b) Title - Compliance Monitoring

c) Standard Program Area - 06

d) Program Problems and Priorities

Section 223(a)(15) of the JJDP Act requires that the plan provide for an adequate system of monitoring jails, detention facilities, and non-secure facilities to insure that the requirements of separation, deinstitutionalization, and jail removal are met. It also requires that an annual report of the results of such monitoring be submitted to the Administrator of the Office of Juvenile Justice and Delinquency Prevention.

Legislation to keep status offenders from being securely detained and to separate juveniles from adults in adult-serving facilities went into effect in the early 70s. Maine has been in compliance with both these requirements since the passage of the Act. Compliance with Section 223(a)(14), removal of juveniles from adult-serving jails and lockups, has not been consistently maintained. Establishment of a full time monitor position has been regarded key to achieving continued compliance.

e) Program Goal

Maintain compliance with the core requirements of the JJDP Act and monitor the performance of JJAG sub-grantees.

f) Program Objectives and Performance Indicators

Objective 1 to fulfill OJJDP reporting requirements

Performance indicators

- development of a comprehensive compliance monitoring plan.
- timely submission of annual monitoring report
- maintain current listing of all facilities in Maine where adults and juveniles may be held securely.

Objective 2 provide technical assistance to facilities to assist them in complying with state law and the JJDP Act

Performance indicators

- retain full time compliance monitor position
- annual on-site inspection of all reporting municipal lockups and 10% of nonreporting lockups
- annual on-site inspection of all adult jails.
- complete and maintain Maine's compliance monitoring manual and technical assistance guide

g) Summary of Activities Planned and Services Provided

- Updating the list of licensed juvenile residential facilities and classifying them as secure or non-secure

- according to the definitions in the Juvenile Justice and Delinquency Prevention Act.
- Collection of data on the secure detention of juvenile offenders.
- Technical assistance to adult jails and lockups and to subgrantees as needed.
- On site inspections as detailed in the 2000 compliance monitoring plan

h) Budget

FY	JJDP Funds	State/Local/Private Funds
2003	\$65,000	0
2004	\$65,000	0
2005	\$65,000	0

Native American Juvenile Justice Initiative

a) State Program Designator - JJ/IPT

b) Title - Native American Juvenile Justice Initiative

c) Standard Program Area – 22

d) Problem Statement

The JJDP Act requires states to pass funds through to federally recognized native communities. The amount, based on the proportion of Native American juveniles to the total juvenile population in the state, is provided to the state administrative agency by the grantor agency. Each year's pass through requirement is an amount insufficient to support any initiative, and JJAG regularly adds to the allocation for Indian juvenile justice activities.

Native American representation on and contact with the JJAG has been better maintained over the past two years but necessary connections have still not been developed. This connection is essential to program development and so will be the focus of this program for the near future. A subcommittee has been formed to establish connections and determine preliminary needs. They will report back in June 2003.

e) Program Goal

TBA

f) Program Objectives and Performance Indicators

TBA

g) Planned Activities

A subcommittee of the JJAG will meet this spring. That committee, working with representatives from Maine's four tribes, will identify needs and develop goals and objectives to address those needs. An update to this program description will be submitted when that task is completed.

h) Budget

FY	JJDP Funds	State/Local/Private Funds
2003	\$15,000	TBA
2004	\$15,000	
2005	\$15,000	

Delinquency Prevention

a) State Program Designator - JJ/PRV

b) Title - Delinquency Prevention

c) Standard Program Areas - 09

d) Problem Statement

Maine youth are at risk for delinquent behavior, evidenced by surveys of risk and protective factors in their lives and self-reporting of risky behaviors, as well as the rate of family violence in the state, and lack of appropriate adult role models. UCR statistics show a decrease from 1996 to 2001, from 42 arrests per 1000 juveniles in 1996 to 34 per thousand in 2001, but there is still an increase over 1992 arrests (per thousand juveniles).

Females are making up a higher percentage of total arrests and the arrest rate of girls for Part II crimes has almost doubled in the past 10 years, while the number of males arrested for those crimes has gone from 26 to 34 per thousand. More needs to be done to address the needs of at risk youth and their families -- to reduce the factors that place these youth at higher risk to develop self-destructive and criminal behaviors and to increase those factors in their lives that are widely accepted as necessary for them to grow into caring, competent adults. There is no question of the cost effectiveness of prevention. The OJJDP publication, Juvenile Offenders and Victims: 1999 National Report, estimates the cost of "one youth allowed to leave high school for a life of crime and drug abuse: at \$1.7 to 2.3 million.

The entire community has to be involved in this effort if it is to be effective. Maine currently has 57 Communities for Children, an initiative of the governor begun in January of 1997 to focus on prevention of delinquency and other youth behavior problems. Those 57 community organizations represent 225 cities, towns, and organized and unorganized territories of the 494 identified across the state.

e) Program Goal

To reduce delinquency and youth violence by supporting communities in providing their children, families, neighborhoods, and institutions with the knowledge, skills and opportunities necessary to foster a healthy and nurturing environment which supports the growth and development of productive and responsible citizens.

f) Program Objectives and Performance Indicators

Objective	to reduce the risk factors and increase the protective factors in the lives of Maine youth
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Performance measures

- to support identification of proven risk factors which are present in communities, and identification of protective factors which will counteract those risk factors
- support development of local comprehensive, delinquency prevention plans to strengthen these protective factors
- support implementation of local comprehensive delinquency prevention strategies which use and coordinate Federal, State, local and private resources for establishing a client centered continuum of service for at-risk children and

their families

g) Summary of Activities Planned and Services Provided

Types of activities to be supported will vary, depending on the specific goals and assessment outcomes of funded communities, but is expected to include:

- Mentoring
- Conflict Management
- Community Service Learning
- Recreation
- Crisis intervention for youth exposed to family violence
- Anti-bullying programs
- Family capacity Building
- Intergenerational Relationship Building
- Cultural Awareness Building
- Alternative education services to prevent expulsions

Evaluation of prevention programs will also be supported, to determine effectiveness as a basis for advocating for wider implementation of prevention strategies.

h) Budget

FY	JJDP Funds	State/Local/Private Funds
2003	\$220,000	0
2004	\$220,000	0
2005	\$220,000	0

School Programs—Alternatives to Suspension and Expulsion

a) **State Program Designator** - JJ/EDU

b) **Title** - School Programs

c) **Standard Program Areas** - 27

d) **Problem Statement:**

Local school boards are responsible for adopting policies and procedures for addressing the issue of dealing with students who are disruptive and/or dangerous to others. All too often the response by the system is to mete out suspensions that result in students being sent home. For many students, getting sent home or sent out of school, is not punish. Removing a student for inappropriate behavior (suspension or expulsion) should be avoided whenever possible and must be reserved for only the most serious offenses. The goal must be to retain students in school where they can be offered programs designed to promote academic success and restore the damage done by the inappropriate behavior.

Numbers are elusive due to differences in data collection, but research done this past year indicates there are a large number of students per year who are suspended or expelled from school prior to gaining a high school diploma. It is very difficult to impress upon these at risk students, many of whom have never experienced any success in school, that remaining in school is critical to their future.

Suspended and/or expelled students are at a high risk for engaging in criminal behavior and subsequent involvement with the juvenile justice system. Programs of work/study, solid vocational programs supported by basic skills programs, meaningful pre-vocational offerings and part-time work programs with school assistance in locating them, are essential to hold these at risk student in school.

e) **Program Goal**

To reduce the incidence of "suspensions" and "expulsions".

f) **Program Objectives and Performance Indicators**

Objective 1 To provide meaningful, appropriate basic skills and vocational education.

Performance measures

- Institute programs providing tutorial assistance to students in the basic skills of reading and writing.
- Support appropriate pre-vocational and vocational programs using local school facilities.
- Identify and implement appropriate academic programs as alternative to the general track curriculum in high school.
- Reduce the incidence of students who are impaired by their inability to read and write.

Objective 2 Build a network among home, school and law enforcement.

Performance indicators

- Strengthen the students' ties among home and school and, where appropriate, law enforcement.
- Where appropriate, reduce the conflict and miscommunication that often exists among the home, school, and law enforcement.
- Encourage and promote regular communications among the home, school, and law enforcement.

g) Summary of Activities Planned and Services Provided

This project proposes to reduce the incidence of suspensions and expulsions in a targeted area of Maine. It is proposed that students exhibiting a high number of at risk behaviors be identified and offered a variety of programs centered on improving basic skills in reading, math and writing; prevocational and vocational assessment and training; career and personal counseling; peer mediation and emphasis on opening or strengthening lines of communication among the student, his/her home, school and law enforcement. Where appropriate, attempts will be made to integrate part-time job placement and substantive meaningful community service into the program.

h) Budget

FY	JJDP Funds	State/Local/Private Funds
2003	\$30,000	0
2004	\$30,000	0
2005	\$30,000	0

Alternatives to Detention

a) State Program Designator - JJ/ALT

b) Title – Alternatives to Detention

c) Standard Program Area - 02

d) Program Problems and Priorities

According to Maine Statute Title 15, Ch. 505, §3202-A, 4. C., detention, if ordered, must be in the least restrictive residential setting that will serve the purposes of the Maine Juvenile Code as provided in section 3002 and one of the following purposes of detention: (1) To ensure the presence of the juvenile at subsequent court proceedings; (2) To provide physical care for a juvenile who can not return home because there is no parent or other suitable person willing and able to supervise and care for the juvenile adequately; (3) To prevent the juvenile from harming or intimidating any witness or otherwise threatening the orderly progress of the court proceedings; (4) To prevent the juvenile from inflicting bodily harm on others; or (5) To protect the juvenile from an immediate threat of bodily harm. [1999, c. 624, Pt. B, §5 (amd).]

In 2002, the JJAG commissioned a study of detention practices. Based on the perceptions of the respondents, the most frequent criteria for why youth are placed in secure detention was “no adequate supervision”. The respondents indicated that they believed the needs of approximately 48% of the youth in secure detention could be met through alternatives to secure confinement. The two most frequently cited problems were the 1) lack of treatment resources and 2) lack of alternatives to secure detention.

Research tells us that keeping youth detained for over thirty days negatively influences their ability to adjust upon their return home. Additionally, the time the young offender spends in detention is not supported by structured programming.

This initiative seeks to eliminate the inappropriate or unnecessary use of secure detention by increasing the number of alternatives and enhancing the effectiveness of already existing alternatives to secure detention, so that youth are not securely detained for a lack of viable options.

e) Program Goal

Appropriate comprehensive services for all youth who are at risk to become or who are involved in Maine’s juvenile justice system

f) Program Objectives and Performance Indicators

Objective 1 adequate services that address specific and comprehensive needs of youth who are at risk to become or who are involved in Maine’s juvenile justice system and their families

Performance Indicators

- Supported programs will identify and address the needs of diverse ethnic/cultural population
- Supported programs will consider gender appropriate services

Objective 2 research and/or compile information on “what works” and training materials for presentation to specific target populations (school personnel, juvenile corrections or law enforcement professionals, etc.)

Performance Indicators

- program development will be based on researched proven effective practices
- continued compliance with Section 223(a)(14) of the JJDP Act
- compliance with Section 223(a)(23) of the JJDP Act (DMC)
- recidivism rate of juveniles involved in effective, structured diversion programs

g) Summary of Activities Planned and Services Provided

Activities in this area might include cultural or gender appropriate diversion or treatment programs for accused or offenders guilty of minor offenses, day reporting, validation and implementation of appropriate risk assessments, therapeutic foster care, youth focused community policing, community resolution activities, and community service and/or restitution work assignments.

Other activities may include research and/or compilation of data regarding what works; and support for training (including culture and gender specific issues) of personnel working with youth at risk or involved in the juvenile justice system.

h) Budget

FY	JJDP Funds	State/Local/Private Funds
2003	\$110,000	0
2004	110,000	0
2005	110,000	0

Disproportionate Minority Confinement

a) State Program Designator - JJ/DMC

b) Title – Disproportionate Minority Confinement

c) Standard Program Area - 10

d) Problem Statement

Numbers of youth committed in the past year provided by Maine's two facilities that hold youth indicates minority confinement exceeded the percentage of minorities in the juvenile population. In order to determine where this overrepresentation begins and reasons for it, arrest data for the three largest cities is currently being collected. Other data collection underway includes youth specific information.

e) Program Goal

To ensure that minority youth are not overrepresented in the juvenile justice system

f) Program Objectives and Performance Indicators

Objective	Reduce the number of minority youth coming into contact with the justice system
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Performance indicators

- identify entry points of minority youth into juvenile justice system
- profile all committed minority youth to include offense history, assessment scores

g) Summary of Activities Planned and Services Provided

- Continue collection of population and arrest data from different geographic areas around the state to determine whether disproportionate contact is specific to particular area.
- Develop profiles on individuals detained as well as committed (perhaps through subcontract with SAC or other research capable entity).
- Other activities, including projects to target specific minority populations if warranted, will be planned when this assessment has been done.

h) Budget

FY	JJDP Funds	State/Local/Private Funds
2003	\$80,000	
2004	TBA	
2005	TBA	

Systems Improvement

a) State Program Designator - JJ/SYS

b) Title –Juvenile Justice System Improvement

c) Standard Program Area - 19

d) Program Problems and Priorities

A number of issues require system level responses in order to further the goals of the Juvenile Justice and Delinquency Prevention Act. These issues all involve multi-agency, cross disciplinary collaboration to effect long lasting change. Parents, policy makers, practitioners who work with youth, and the general public all need access to current information and research. Information regarding “best practices” identified in other jurisdictions should be disseminated with intent to replicate those that promise to address issues associated with Maine youth. Existing programs’ outcomes should be measured and evaluated both to determine effectiveness and to collect statistics that will support the need for continued funding.

The award of a JRSA grant designed to build evaluation capacity in the state began to address this problem over the past two years, providing technical assistance to grant administrators and prospective applicants. A partnership between the state’s Statistical Analysis Center and the JJAG has been formed and focused attention on systematic, ongoing data collection. There remains, however, a chronic lack of well-organized information about juvenile crime and related community issues available to policy makers and the general public. The survey commissioned by the JJAG in February of 1999 clearly showed that the more information about recidivism and other outcomes people had, the more likely they were to favor balanced, restorative justice measures over just secure detention.

Training is often fragmented and/or duplicated rather than integrated, not for lack of interest as much as for lack of information about what others are doing. The opportunity to participate often depends on one’s inclusion on the “right” mailing list. Other barriers to accessing training include lack of resources (tuition or sufficient staff to allow the time) on the part of those in need of training, and the lack of resources on the part of the trainer to accommodate all interested parties. This problem has been magnified by the current state budget shortfall.

e) Program Goal

Legislators, juvenile justice professionals and the general public will have access to training and reliable information about effective programs which will benefit youth and all those involved with the juvenile justice system in Maine

f) Program Objectives and Performance Indicators

Objective	research and/or compile information on “what works” and training materials for presentation to specific target populations (legislators, school personnel, juvenile corrections or law enforcement professionals, etc.)
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Performance Indicators

- legislators and other policy makers will have reliable data, rather than anecdotal information, with which to make decisions
- program development will be based on researched proven effective practices
- continued compliance with Section 223(a)(14) of the JJDP Act

- compliance with Section 223(a)(23) of the JJDP Act (DMC)
- recidivism rate of juveniles involved in effective, structured diversion programs
- training and technical assistance for subgrantees with documented need
- an evaluation component for JJAG funded projects

g) Summary of Activities Planned and Services Provided

Subcontract with the SAC or other entity to: 1) collect data on relevant topics for legislative committees and other policy makers; 2) research and/or compile data regarding what works; and 3) support attendance for training (including gender specific issues) of personnel working with youth at risk or involved in the juvenile justice system.

Subgrants in other program areas will be augmented to increase their capacity for evaluation. Meetings, training sessions and written reports will address juvenile justice issues with various agencies and policymakers.

h) Budget

FY	JJDP Funds	State/Local/Private Funds
2003	\$110,000	0
2004	110,000	0
2005	110,000	0

Plan for Deinstitutionalization of Status Offenders and Non-offenders

The Maine Juvenile Code prohibits secure detention of status offenders and non-offenders. Maine is consistently in compliance with de minimis exceptions with Section 223(a)(12)(A) of the Act. The exceptions have been out of state runaways held under provisions of the Interstate Compact. Maine will notify OJJDP if circumstances arise or if resources are lost that would jeopardize the state's capability to maintain compliance with this requirement.

Plan for Separation of Juveniles from Incarcerated Adults

The Maine Juvenile Code, Title 15, §3203-A requires that juveniles detained in a jail or other secure facility used for the detention of adults be kept in a separate section that provides sight and sound separation in compliance with Maine Detention Standards. Maine has consistently been in full compliance with Section 223(a)(13) of the JJDP Act, but will notify OJJDP if circumstances arise or resources are lost that jeopardize the state's capability of maintaining that compliance.

Adjudicated offenders are not reclassified administratively and transferred to an adult correctional authority to avoid the intent of segregating adults and juveniles in correctional facilities.

Plan for Removal of Juveniles from Adult Jails and Lockups

Maine Juvenile Code, Title 15, §3205 prohibits detention or commitment of juveniles in "...jail or other secure detention facility intended or primarily used for the detention of adults..." with certain exceptions provided for in the JJDP Act. Maine is in compliance with Section 223(a)(14) of the JJDP Act with de minimis exceptions. Past failure to comply with this section of the Act were caused by misunderstanding and a change in statute (since reversed) that made the "rural exception" unavailable. Given the extremely rural nature of this state, compliance has been dependant on the availability of that exception.

Maine's establishment of a full time compliance monitor insures accurate information is provided to jails and lockups, provides them with technical assistance to improve the quality of data provided to monitor this section, and prevents violations occurring due to misunderstandings. Adequate plans to maintain compliance are on file and available for review, and resources have been identified, are on file and also available for review. Maine will notify OJJDP if circumstances arise or resources are lost that jeopardize the state's capability of maintaining that compliance with Section 223(a)(14) of the JJDP Act.

Plan for Reducing the Disproportionate Representation of Minority Youth Confined in Secure Facilities

Maine began last year to collect data to determine whether or not Disproportionate Minority confinement exists in this state. Preliminary data collected for the 2002 Plan update suggested that on a statewide basis it does not. Statewide arrest data obtained this year for 2000 (the last year for which that breakdown of data exists) supports that conclusion, but numbers provided by the two facilities of youth committed in the past year indicates otherwise. Out of 168 committed youth in 2002, 15 were not white.

Although the actual number is very small, minority confinement does exceed the percentage of minorities in the juvenile population. In order to determine where this overrepresentation begins and reasons for it, arrest data for the three largest cities is currently being collected. Profiles of those individual minority youth are being developed that will include their offense history, assessment scores (which will be compared to those of other (non-minority) youth, arresting agencies, whether or not they were detained pending adjudication, and juvenile community corrections officer(s) and court(s) involved. While the numbers may not support drawing sweeping conclusions or establishing trends, that information may point to other factors that should be researched and/or addressed.

Two other events, planned and scheduled before the presence of DMC was identified may impact the issue. JJAG is helping to support a conference "The Law, Refugee Trauma, Addictions Recovery, Culture & Law Enforcement: How Do We Address Conflicts That Might Arise Between American Law And Expectations Of Cultural Sensitivity?" scheduled for late May that is intended to promote cultural competence, including in the juvenile justice system.

DOC is working with Dr. Miesner of the Center for Research and Professional Development at the University of Michigan to schedule jurisdictional planning assistance for October of 2003 that will include training for corrections personnel, judges and others in reducing disproportional minority confinement.

Plan for Compliance Monitoring

The State of Maine has a comprehensive plan for monitoring compliance with the JJDP Act of 1974. With the addition of a Compliance Monitor to the staff, the State is able to ensure the requirements of Sections 223(12)(A), 223(13) and 223(14) of the Act (see Appendix G) are adhered to.

All facilities authorized by the State to securely detain juveniles are required to submit monthly juvenile population reports. The Compliance Monitor reviews these as they are received and any questionable data results in a phone call or a visit. All adult jails and approved local lockups will be inspected semi-annually, where self-reported data will be verified by comparison with booking and detention logs. Inspections will consist of a desk audit of data from the previous 12 months and review of records of previous violations, and onsite facility tour and interview with appropriate staff. (Checklists used by the compliance monitor to ensure that all areas of concern are covered are included in Appendix F.)

There are also 92 local police departments, 9 State Police Troops, 3 University of Maine security or police departments and a Capitol Security force within the state that do not have authorization to securely detain juveniles. Each of these will submit annual certification letters verifying their policies and procedures pertaining to the processing of juveniles being detained for criminal-type violations. At least 10% of these locations will be visited annually on a rotating basis by county so that all facilities will eventually be inspected.

The Compliance Monitor will maintain a close working relationship with personnel at all adult jails and lockups to assist them in developing policies and procedures in keeping with the JJDP Act of 1974. This includes locations not authorized by the State to securely detain juveniles to ensure they are operating within the Federal Act and State Law.

In addition to the obvious secure detention locations, the Compliance Monitor has identified alternative sites where juveniles might be held. These include group homes, attendant care facilities, drug rehabilitation programs, staff secure programs and foster care locations. Working with the Department of Human Services, the licensing authority for many of these facilities, the Compliance Monitor will determine which of these facilities will require monitoring.

The annual inspection for compliance currently consists of 15 county jails, 22 local lockups, 2 juvenile detention facilities, 4 attendant care facilities, and 1 youth shelter. This list will be updated as new sites are developed or revealed. The schedule for inspections for 2003 is as follows.

January	York County Jail - Yarmouth Police Dept. Biddeford Police Dept. – Kittery Police Dept.
February	Androscoggin County Jail – Sagadahoc County Lock-up
March	Lincoln County Jail – Boothbay Harbor Police Dept.
April	Piscataquis County Jail – Franklin County Jail
May	Kennebec County Jail - Mountain View Youth Center. – Saco Police Dept. – Old Orchard Beach Police Dept.
June	Cumberland County Jail – Bridgton Police – Brunswick Police – Windham Police
July	So. Portland Police Dept. – Long Creek Youth Center
August	Oxford County Jail –Rumford Police Dept.
September	Knox County Jail – Waldo County Jail
October	Aroostook County Jail, Houlton Police Dept., Caribou Police Dept., Presque Isle Police Dept., Madawaska Police Dept, Fort Kent Police Dept., Van Buren Police Dept.
November	Washington County Jail, Machias Police Dept., Calais Police Dept., Bar Harbor Police Dept., Boothbay Harbor Police Dept., Bath Police Dept., Brunswick Police Dept.
December	Somerset County Jail – Penobscot County Jail –Hancock County Jail – Bar Harbor Police Dept.

It should be noted because of the restrictions enforced on the counties that are authorized to hold juveniles pursuant to the OJJDP Act a majority have elected not to hold them overnight or at all.

Appendix A

Maine

Juvenile Justice System

Flowchart

No change from 2000 Plan—flow chart is paper copy only and can be mailed or faxed

Appendix B

Maine

Alternative Education
Programs

(Intentionally omitted—not available on line at this time)

Appendix C

Search Institute Survey

Compilation of Results

Forty key assets for healthy development of youth, as identified by the Search Institute, are listed below. The percentage of youth who indicated that they have each asset is listed, by community size, to the right.

	Population			
	Under 10,000	10-20,000	>20,000	Statewide Average National Average
Grades Surveyed -- 6-12				
SUPPORT				
1. Family Support	69%	67%	76%	71%
Family provides high levels of love and support.				64%
2. Positive Family Communication	31%	26%	35%	31%
Young person and her or his parents communicate positively and young person is willing to seek advice and counsel from parents				26%
3. Other Adult Relationships	45%	44%	48%	46%
Young person receives support from three or more non-parent adults				41%
4. Caring Neighborhood	45%	35%	43%	42%
Young person experiences caring neighbors.				40%
5. Caring School Climate	28%	25%	33%	29%
School provides a caring, encouraging environment.				24%
6. Parent Involvement in Schooling	36%	31%	40%	36%
Parents are actively involved in helping young person succeed in school.				29%
EMPOWERMENT				
7. Community Values Youth	28%	20%	23%	24%
Young person perceives that adults in the community value youth				20%
8. Youth as Resources	25%	24%	31%	27%
Young people are given useful roles in the community.				24%
9. Service to Others	54%	52%	55%	54%
Young person serves in the community one hour or more per week				50%
10. Safety	63%	53%	50%	56%
Young person feels safe at home, school, and in the neighborhood				55%

Grades Surveyed -- 6-12

BOUNDARIES

	Population			Statewide Average	National Average
	Under 10,000	10- 20,000	>20,000		
11. Family Boundaries Family has clear rules & consequences & monitors the young person's whereabouts	46%	42%	47%	45%	43%
12. School Boundaries School provides clear rules and consequences.	51%	46%	48%	49%	46%
13. Neighborhood Boundaries Neighbors take responsibility for monitoring young people's behavior	53%	46%	50%	50%	46%
14. Adult Role Models Parents and other adults model positive, responsible behavior	27%	28%	35%	30%	27%
15. Positive Peer Influence Young person's best friends model responsible behavior	57%	53%	65%	58%	60%
16. High Expectations Both parents and teachers encourage youth to do well.	48%	43%	48%	47%	41%

CONSTRUCTIVE USE OF TIME

17. Creative Activities Young person spends 3 or more hours per week in lessons or practice in music, theater or arts	19%	22%	24%	21%	19%
18. Youth Programs Young person spends 3 or more hours per week in sports, clubs, or organizations at school and/or in the community	61%	59%	71%	64%	59%
19. Religious Community Young Person spends 1 or more hours per week in activities in a religious institution	45%	38%	46%	44%	64%
20. Time at Home Young person is out with friends "with nothing special to do" two or less nights per week	52%	47%	44%	48%	50%

Grades Surveyed -- 6-12

COMMITMENT TO LEARNING

	Population				
	Under 10,000	10- 20,000	>20,000	Statewide Average	National Average
21. Achievement Motivation Young person is motivated to do well in school.	64%	61%	67%	64%	63%
22. School Engagement Young person is actively engaged in learning.	67%	55%	61%	62%	64%
23. Homework Young person reports at least one hour of homework every school day	56%	54%	66%	59%	45%
24. Bonding to School Young person cares about her or his school.	49%	42%	57%	50%	51%
25. Reading for Pleasure Young person reads for pleasure three or more hours per week	24%	22%	32%	26%	24%

POSITIVE VALUES

26. Caring Young person places high value on helping other people	50%	44%	53%	50%	43%
27. Equality and Social Justice Young person places high value on promoting equality & reducing hunger & poverty	51%	49%	56%	52%	45%
28. Integrity Young person acts on convictions and stands up for her or his beliefs	63%	68%	67%	65%	63%
29. Honesty Young person "tells the truth even when it is not easy"	69%	65%	67%	67%	63%
30. Responsibility Young person accepts and takes personal responsibility	64%	61%	62%	63%	60%
31. Restraint Young person believes it is important not to be sexually active or use alcohol or other drugs	41%	37%	43%	41%	42%

Grades Surveyed -- 6-12

SOCIAL COMPETENCIES

	Population				
	Under 10,000	10- 20,000	>20,000	Statewide Average	National Average
32. Planning and Decision-making Young person knows how to plan ahead and make choices	24%	28%	30%	27%	29%
33. Interpersonal Competence Young person has empathy, sensitivity, and friendship skills	41%	47%	50%	45%	43%
34. Cultural Competence Young person has knowledge of and comfort with people of different cultural/racial/ethnic backgrounds	35%	43%	49%	41%	35%
35. Resistance Skills Young person can resist negative peer pressure & dangerous situations	32%	39%	45%	38%	37%
36. Peaceful Conflict Resolution Young person seeks to resolve conflict nonviolently.	45%	38%	56%	47%	44%

POSITIVE IDENTITY

37. Personal Power Young person feels he or she has control over "things that happen to me"	40%	46%	48%	44%	45%
38. Self-esteem Young person reports having a high self-esteem.	46%	45%	57%	49%	47%
39. Sense of Purpose Young person reports that "my life has a purpose"	53%	53%	63%	56%	55%
40. Positive View of Personal Future	66%	70%	73%	69%	70%

Appendix D

Maine

Uniform Crime Reporting

http://www.state.me.us/dps/cim/crime_in_maine/cim.htm

Arrest Data

Total Arrests

Part I	Females	Males	Total	Part I Offenses	Part II Offenses
1992	828	3491	4319	Murder	Manslaughter by Negligence
1993	983	3395	4378	Forcible Rape	Other Assaults
1994	1077	3568	4645	Robbery	Forgery & Counterfeiting
1995	1252	3760	5012	Aggravated Assault	Fraud
1996	1265	3832	5097	Burglary	Embezzlement
1997	1187	3650	4837	Larceny-Theft	Stolen Property--Buy, Possess, Receive
1998	1182	3071	4253	Motor Vehicle Theft	Vandalism
1999	1038	2662	3700	Arson	Weapons--carrying, possession, etc
2000	897	2034	2931		Prostitution & Commercialized Vice
2001	921	2087	3008		Other Sex Offenses
					Drug Abuse
					Violations
					Gambling
					Offenses against Family and Children
					Driving under the Influence
					Liquor
					Laws
					Drunkenness
					Disorderly Conduct
					All Other Offenses (except Traffic)
					Curfew and Loitering
					Runaways

Total Arrests by Year

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Female	1900	2058	2392	2711	3116	3193	3102	2843	2749	2758
Male	7647	7216	8146	8915	9740	9548	8623	7936	7241	7193
total arrests	9547	9274	10538	11626	12856	12741	11725	10779	9990	9951

NOTE: "...For UCR statistical purposes, "arrests" also include those persons cited or summonsed ... in lieu of actual physical custody."

Arrest Data, Cont'd

Juvenile Population

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
Female	149,505	149,009	148,682	156,594	155,424	154,056	152,753	151,643	154,563	141,314
Male	157,912	157,410	157,071	148,309	147,178	145,993	144,653	143,582	146,675	149,131
	307,417	306,419	305,753	304,903	302,602	300,049	297,406	295,225	301,238	290,445
Female	149.505	149.009	148.682	156.594	155.424	154.056	152.753	151.643	154.563	141.314
Male	157.912	157.41	157.071	148.309	147.178	145.993	144.653	143.582	146.675	149.131
	307.417	306.419	305.753	304.903	302.602	300.049	297.406	295.225	301.238	290.445

	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
arrests/1000 juveniles										
total	31.0555	30.2657	34.4657	38.1302	42.4848	42.4631	39.4242	36.5111	33.1631	34.2612
female	12.7086	13.8112	16.0880	17.3123	20.0484	20.7262	20.3073	18.7480	17.7856	19.5168
male	48.4257	45.8421	51.8619	60.1110	66.1784	65.4004	59.6116	55.2716	49.3676	48.2328

Part I arrests/1000 juveniles

total	14.0493	14.2876	15.1920	16.4380	16.8439	16.1207	14.3003	12.5328	9.7298	10.3565
female	5.5383	6.5969	7.2436	7.9952	8.1390	7.7050	7.7380	6.8450	5.8035	6.5174
male	22.1072	21.5679	22.7158	25.3525	26.0365	25.0012	21.2301	18.5399	13.8674	13.9944

Part II arrests/1000 juveniles

total	17.0062	15.9781	19.2737	21.6921	25.6409	26.3424	25.1239	23.9783	23.4333	23.9047
female	7.1703	7.2143	8.8444	9.3362	11.9094	13.0212	12.5693	11.9030	11.9822	12.9994
male	26.3185	24.2742	29.1461	34.7383	40.1419	40.3992	38.3815	36.7316	35.5003	34.2384

Appendix E

Maine Juvenile Census

Age	White		White Hispanic		Black Non-Hispanic		Black Hispanic		NA Eskimo Aleut		NA Eskimo Aleut Hispanic		Asian/Pacific Islander	
	Non-Hispanic Male	Female	Male	Female	Male	Female	Male	Female	Non-Hispanic Male	Female	Male	Female	Non-Hispanic Male	Female
MEA2001 0	7284	6920	71	67	42	39	7	6	41	41	1	1	92	82
MEA2001 1	7358	6986	74	68	41	37	7	7	40	40	1	1	90	81
MEA2001 2	7497	7113	76	70	40	37	8	7	41	41	1	1	91	82
MEA2001 3	7644	7255	79	72	38	36	8	7	41	41	1	1	95	86
MEA2001 4	7895	7494	85	74	38	37	9	8	42	42	1	1	95	85
MEA2001 5	8006	7599	83	73	36	35	8	8	43	42	1	1	92	82
MEA2001 6	7353	7011	77	69	32	31	8	7	38	38	1	1	87	74
MEA2001 7	7335	6985	76	77	27	26	8	8	43	35	4	1	83	87
MEA2001 8	7327	6928	76	70	28	28	12	9	39	33	2	1	83	83
MEA2001 9	8273	7771	79	72	33	31	8	10	30	36	1	7	93	101
MEA200110	8452	7998	78	74	29	27	11	12	39	46	1	1	94	98
MEA200111	8751	8203	88	86	36	34	7	8	52	50	1	1	90	76
MEA200112	8511	8113	82	80	43	39	11	7	51	53	2	2	77	83
MEA200113	8570	8170	73	78	39	32	6	8	64	76	1	4	72	80
MEA200114	8583	8223	71	78	33	33	9	9	64	63	1	1	78	78
MEA200115	8625	8094	74	75	36	30	9	6	66	51	2	1	71	68
MEA200116	8616	8072	73	56	35	31	5	7	54	56	2	1	75	71
MEA200117	8423	7933	71	67	27	29	9	5	57	60	1	3	72	83
	144,503	136,868	1386	1306	633	592	150	139	845	844	25	30	1530	1480

Total
Male
Total
Female

149,131
141,314
290,445

9,074
0.031242

Appendix F

Compliance Monitoring

and

Jails and Lockups

Reporting Forms

JJDP COMPLIANCE MONITOR INSPECTION PROCESS

Pre-Inspection

- _____ Review previous 12 months of data sent in by the facility.
- _____ Make specific note of any violations.
- _____ Review previous inspection reports for violations.
- _____ Review any recommendations to previous violations and any follow-up correspondence.
- _____ Consult with the Jail Inspector for noncompliance of the last inspection for areas affecting juveniles.
- _____ Review Policy and Procedures manual on file for any possible areas of concern.
- _____ Produce notification letter to appropriate administrator(s) of intent to visit facility.
- _____ Be specific as to what files, logs, Policy and Procedures, and areas of the facility you will need to have access to.
- _____ Follow up with a phone call within a week to confirm a date for the visit.
- _____ Prepare all necessary forms in advance.
- _____ Bring copies of the Federal Act and Title 15.

Inspection Process

- _____ Discuss Federal regulations: JJDPa Section 223(a)(14) [6 hour] and 223(a)(13) [sight & sound].
- _____ Discuss State laws-Title 15 Section 3202-A 1 (B-1) [6 hour] and 3202-A 7(A)(1)(2)(3)[restrictions on place of detention].
- _____ Discuss 223(a)(14)(A-C) of the JJDPa removal exceptions.
- _____ Tour the facility: Note the location of the approved juvenile cell, the intake area, the booking area and the "processing route" taken by juveniles.
- _____ Does the facility use a "youth specific" admission screening form? _____
- _____ If yes, review training records.
- _____ Review booking logs. (*At least one month for each quarter, minimum 4 months*)
- _____ Review detention logs.
- _____ Note any violations: _____
- _____ Name of person to contact with questions on monthly data submitted. _____
- _____ Discuss any concerns with the inspection results with appropriate staff.

Post Inspection

- _____ Review all data collected.
- _____ Compile report.
- _____ Note any suggestions made to rectify violations.
- _____ Forward completed report to appropriate staff (*county, state and JJDP*)
- _____ Follow-up on progress being made to eliminate violations.
- _____ Lend any assistance that you can.
- _____ Continue to monitor monthly reports.

Holding Facility/SDA Monthly Population Report

Facility _____

[illegible]

Race: A=Asian B=African American C=Caucasian H=Hispanic I=Native American O=Other

***Please see reverse side for information specific to juvenile detention.**

Facility _____		Month/Year _____		Completed By: _____								
Name: Last, First	DOB	Sex	Race	Offense Most	Legal Status	Hold For	Date/Tim e	Date/Tim e	Date Time	Hours Non	Held In: Emg	Released To
							Into	Out	Returned From			Sec
					Serious		Detention	To Court	Court	Rel.	Sec	Det

Appendix G

JJDP Act

C o r e

R e q u i r e m e n t s

- **Deinstitutionalization of Status Offenders**

Juveniles charged with offenses that would not be criminal if committed by an adult (such as truancy and running away) should not be placed in secure detention or correctional facilities.

- **Removal of Juveniles from Adult Jails and Lockups**

No juvenile shall be detained or confined in a jail or lockup intended for adult offenders beyond specified time limits: six hours in a Metropolitan Statistical Area (MSA) and 24 hours in other areas.

- **Sight and Sound Separation**

During the temporary period that a juvenile may be securely held in an adult jail and lockup, sight and sound contact is not permitted between the juvenile and adult inmates or trustees.

- **Disproportionate Minority Confinement**

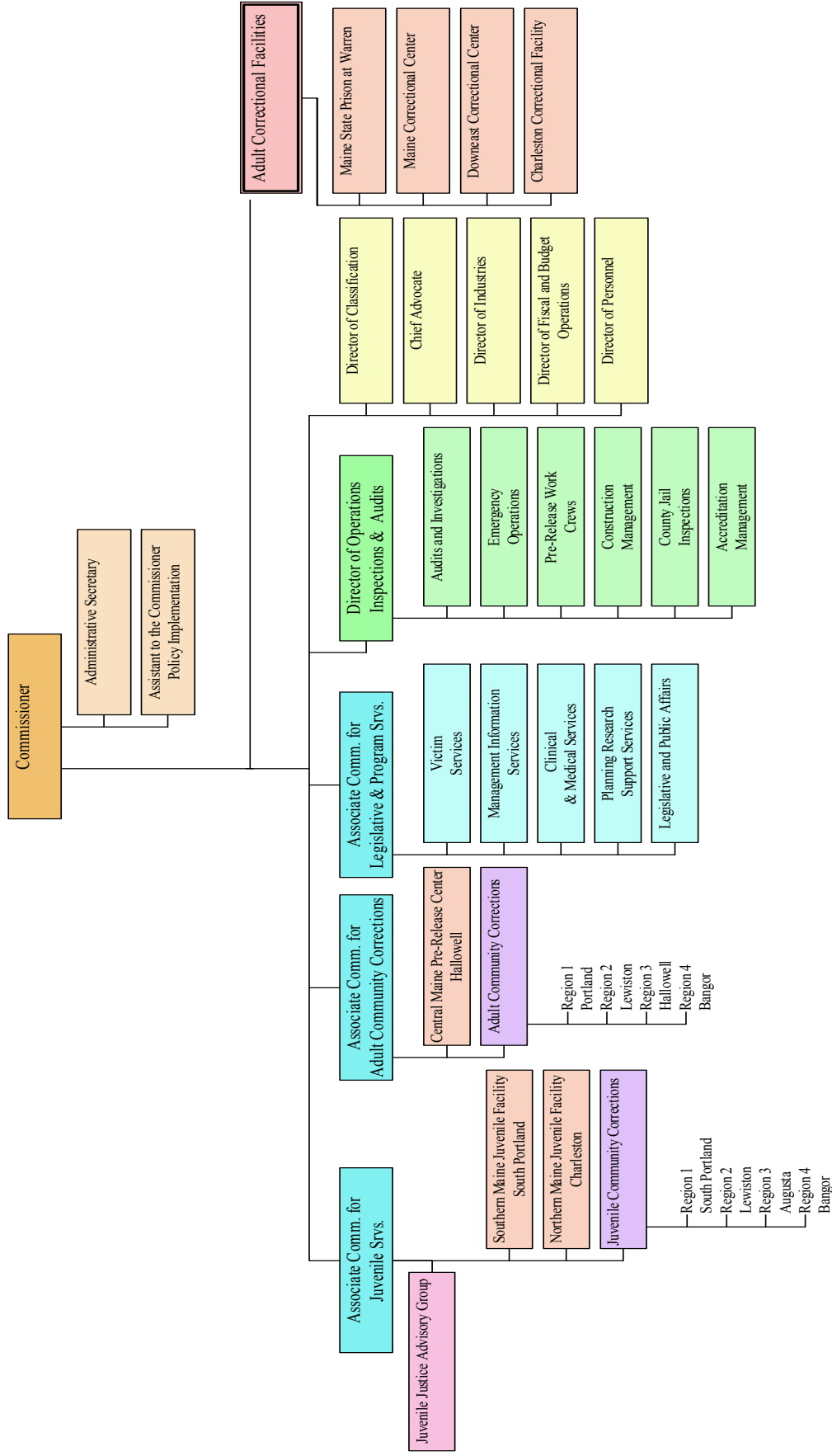
States must reduce the proportion of juveniles who are youth of color who are detained or confined in secure facilities if such proportion exceeds the proportion such group represents in the total population.

Appendix H

Maine

Department of Corrections

Organizational Structure



Appendix I

Commonly Used Acronyms

Commonly Used Acronyms

DMC	Disproportionate Minority Confinement
DOC	Department Of Corrections
DOJ	Department Of Justice
DSO	Deinstitutionalization of Status Offenders
JJAG	Juvenile Justice Advisory Group
JJDP	Juvenile Justice and Delinquency Prevention
LCYDC	Long Creek Youth Development Center
MVYDC	Mountain View Youth Development Center
OC	Office Of The Comptroller
OJJDP	Office Of Juvenile Justice And Delinquency Prevention
OJP	Office of Justice Programs
OSA	Office of Substance Abuse
SAC	Statistical Analysis Center
SAG	State Advisory Group
UCR	Uniform Crime Report